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ABSTRACT

Vermont's Blue Ribbon Commission on Higher Education was appointed in the summer of 1973 to consider major issues involving Vermont's postsecondary education programs. This report addresses the major problems in statewide coordination. Internally, fragmented planning and policy implementation are considered, and externally, multiple voices and statistics are found to cause accountability problems. Further obstacles include difficulties in making effective use of limited resources and meeting postsecondary education needs. Three options for statewide coordination are described: (1) continuing as the only state without a statewide planning organization; (2) establishing a single governing board; and (3) establishing a single state coordinating board. In public hearings, a single governing board was the favored proposal. The commission recommended establishing the goal of more effective planning as a state policy and establishing a task force from key institutions to make a recommendation to the 1975 state legislature on a permanent statewide postsecondary organization and planning and information systems to support it. Appended are statistical tables showing Vermont high school graduates in postsecondary education, 1965-1972; number and percent of 1972 Vermont public and private high school graduates entering school; a comparision of 1972-73 college tuition and fees in several states; Vermont general fund expenditures on higher education, 1971-74; a map of Vermont vocational education centers; and the commission's witnesses. (MSE)

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INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION

November 1973

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SPECIAL SUPPLEMENT TO THIS WEEK: **INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION**

INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION

I - Background (p. 1)
II - The Case for Coordination: Major Problems (p. 1)
1) Fragmented Planning (p. 1)
2) External Accountability (p. 1)
3) Establishing Priorities (p. 1)
4) Performance and Responsiveness (p. 2)
III - Coordination Strategies (p. 2)
IV - Commission's Recommendation (p. 3)
Appendix I - Statistical Data (p. 4)
Appendix II - List of Witnesses (p. 5)

Interim Report
Governor's Blue Ribbon Commission on Higher Education
November 1973

SECTION I — BACKGROUND

The Blue Ribbon Commission on Higher Education was appointed by Governor Salmon on June 27, 1973. During the course of the summer, Commission members held ten meetings and heard from 26 witnesses (Appendix II) in an effort to obtain background information on major issues involving Vermont's **postsecondary** educational programs.* In addition, the Commission studied national and state reports on education beyond the high school, including reports and recommendations prepared by previous Vermont higher education study committees during the past five years.

At the conclusion of its summer study, the Commission decided to concentrate its attention on the two major issues that appeared to be of paramount concern to the effective discharge of Vermont's postsecondary educational commitments.

1. Statewide coordination
2. Future financial strategies

This interim report deals with the first of these issues. A subcommittee of the Commission is presently studying the issues of future financial strategies and we hope to issue a second report later in the fall or in the early winter months which will deal with this subject.

SECTION II

The Case for Coordination: Major Problems

During the summer, the Commission attempted to study all basic aspects of postsecondary education in Vermont. As a result of this effort, a number of major problems became apparent:

1. INTERNAL COORDINATION: The Problem of Fragmented Planning and Policy Implementation

The commission discovered that the present organizational structure of postsecondary education in Vermont is so extremely fragmented that it is not capable of the type of comprehensive planning and policy implementation that is required to serve our educational needs within the limits of the resources available to the state.

At the present time, a minimum of **eight** major boards, commissions, councils and agencies attempt to exercise some direct degree of planning and operational responsibility over various aspects of Vermont's postsecondary educational programs. These major boards are the University of Vermont Board of Trustees (23 members); the Vermont State Colleges Board of Trustees (9 members); the Vermont Student Assistance Corporation Board (7 members); the Vermont Higher Education Facilities Commission Board (7 members); the Vermont State Advisory Board for Vocational-Technical Education (27 members); the Vermont Educational and Health Buildings Financing Agency Board (13 members); the Vermont Educational TV Broadcasting Council Board (19 members); and the Vermont State Board of Education (7 members) which has certain key responsibilities for various postsecondary commitments. A total of 112 members serve on these eight boards and commissions which also maintain independent executive staffs involving a sizeable and diverse number of administrative personnel who are involved in attempts to plan and supervise postsecondary educational activities in the state.

In addition to the foregoing agencies, there is another group of public and quasi-public advisory and liaison bodies which exercise more general, indirect responsibilities over various types of postsecondary educational concerns.

This second category includes such groups as the Governor's Commission on Student Affairs, the Vermont Higher Education Council, the Vermont delegation on the New England Board of Higher Education, the Vermont delegation on the Education Commission of the States, state licensing boards in various specialized fields (e.g. cosmetology, dental examiners, etc.), and even State Department of Education bodies such as the Arts and Crafts Advisory Council, the Vermont Instructional Television Committee and the Advisory Council on Special Education.

Such a proliferation of administrative and advisory agencies within the public postsecondary sector creates complex and difficult problems of communication that result in fragmented planning and policy implementation. This high degree of administrative fragmentation can also result in gaps between different programs whereby important programmatic commitments are neglected or ignored. A specific case in point involves the Grade 13 and 14 Vocational-Technical Program.

In February, 1964, the State Board of Education adopted policies for developing vocational education on a statewide basis. During the past decade, the State Board of Education authorized construction of 14 Area Vocational Centers to carry out this vocational education commitment. Once constructed, the Area Center facilities fell under the jurisdiction of local and regional school boards in their respective geographical areas. In 1968, a Vermont State Advisory Council for Technical-Vocational Education was created and this group raised the issue of whether the Area Center facilities could be used for postsecondary vocational educational programs **beyond** the high school (i.e. Grades 13 and 14, adult education programs etc.).

It is at this point that the administrative situation becomes extremely confusing. By statute, the State Board of Education is authorized and empowered to act as "state approval agency for educational institutions conducting vocational training" (16 VSA 149). By statute, the Vermont State Colleges Corporation is authorized to "plan, supervise, administer and operate facilities (outside the University of Vermont) for education above the high school level supported in whole or in substantial part with state funds" (16 V.S.A. 2171). Hence, a host of separate bodies were potentially involved in planning and implementing any Grade 13-14 Vocational Programs in Vermont (i.e. the State Department of Education, local and regional school boards, the Vermont State Advisory Council for Vocational-Technical Education, the Vermont State Colleges Corporation). The results are perhaps predictable. Vermont has built a superb area vocational plant which blankets the state (see map page six). While these Area Vocational Centers are being used for elementary and secondary programs (K-12), they are **not** being used effectively for any major postsecondary vocational educational programs.

The Commission recognizes that Vermont has always taken pride in a tradition of widespread citizen participation in government. We respect this tradition. We believe further, however, that it is undesirable for a state of only 470,000 people to rely upon such a fragmented and diversified proliferation of public boards, commissions, councils and administrative agencies to oversee its postsecondary educational concerns. Such proliferation leads to fragmented planning and policy coordination within the postsecondary educational sector which makes it extremely difficult, if not impossible, to serve the postsecondary needs of the people of Vermont as effectively as possible.

2. EXTERNAL ACCOUNTABILITY: The Problem of Multiple Voices and Statistics

In addition to creating serious internal problems of planning and policy implementation, Vermont's fragmented postsecondary administrative structure leads to serious **external** problems of accountability. With so many different groups attempting to plan for — and so many different voices attempting to speak for — postsecondary education, it is extremely difficult for the public, the Governor, the legislature and other levels of governmental authority (regional and/or national) to understand the various facets of Vermont's postsecondary educational operations. Hence, it is virtually impossible to establish any comprehensive and meaningful measures of accountability over performance, or lack of performance, in many key areas.

On numerous occasions, the Commission attempted to learn why certain programs were not operating effectively only to be advised that the "real problems" were the responsibility of some other authority (a case in point is the Grade 13 and 14 vocational programs noted earlier). It is difficult to see how the state can evaluate the overall effectiveness of its postsecondary educational programs unless some action is taken to simplify and consolidate its current postsecondary administrative structure in order to clarify basic planning and management responsibilities.

A second major accountability problem involves the collection of information by postsecondary education groups. Instead of developing a central information system, Vermont relies upon a series of autonomous groups to gather statistical data in their various areas of programmatic concern. Although many of these areas of concern tend to overlap, the various groups often have different perceptions regarding both the content and the methodology of data collection. As a result it is very difficult to use much of the state's postsecondary educational data on a comparative basis to evaluate performance between different programs. In addition, some data is directly contradictory, which further compounds the problems of program evaluation and accountability.

3. ESTABLISHING PRIORITIES: The Problem of Effective Use of Limited Resources

A third problem relates to the difficulty that the state faces in attempting to provide for the most effective provision of postsecondary educational services within the limits of its available resources. The current degree of administrative fragmentation can not only lead to duplication of effort in key areas, but it also makes it extremely difficult to plan the most effective use of limited resources within the context of any system of overall state-wide priorities.

Since Vermont lacks any state-wide planning capability for public postsecondary education, incremental policy decisions must be made in a vacuum. An example (at the time this report was written) involves the question of construction of a replacement for Vail Hall on the Lyndon State

* As is noted throughout this report, the Commission took a broad view of the field of higher education and evaluated vocational-technical programs, educational TV, community colleges and other new delivery systems, as well as the more traditional campus-based college and university programs. Hence, as a practical matter, we attempted to study all aspects of Vermont's **postsecondary** educational system.

College campus. The VSC Trustees have attempted to evaluate this major construction project against needs at other state colleges, but they are not in a position to weigh proposals like this against other state-wide postsecondary needs and priorities outside the VSC system. This is simply not possible at the present time since no state-wide plan, or even state-wide planning mechanism, exists to clarify these overall postsecondary needs and priorities.

Hence, the question of resource utilization involves both the problems of under utilization of existing resources (e.g. Grade 13 and 14 Area Vocational Centers) and inadequate future resource planning. It is extremely difficult for Vermont to use its postsecondary educational resources with maximum effectiveness under these conditions.

4. PERFORMANCE AND RESPONSIVENESS
The Problem of Meeting Postsecondary Educational Needs

Despite the obvious administrative and planning problems involved, it is conceivable that Vermont's wide-open approach to postsecondary education might possibly be defended if there was solid evidence that we were somehow managing to meet our postsecondary needs effectively within the limits of our available resources. Unfortunately, however, the Commission received evidence that this is not the case. To the contrary, Vermont's postsecondary educational community faces a deepening problem of serving the population it is designed to serve.

Quite early in its study the Commission unanimously made the value judgment that we favored the extension of postsecondary educational opportunities to as many Vermonters as possible insofar as resources permit. As was noted in Section I, the Commission adopted a broad definition of postsecondary educational programs, and we also adopted a broad definition of the potential postsecondary educational student consistuency in Vermont to include both younger adults and other older age groups. This broad commitment to equality of access to postsecondary educational opportunity is consistent with the recommendations of the Carnegie Commission on Higher Education and other national organizations which have studied this issue during recent years. In determining how well Vermont was realizing this objective we considered such issues as student aspirations and access during the course of our study.

Statistics provided by the State Department of Education revealed that there has been a significant recent drop in the percentage of Vermont high school graduates who continue into postsecondary educational programs and that Vermont's "aspiration rate" is now considerably below the national average. Nationally, over 50% of graduating high school seniors continue into some form of postsecondary education. The current percentage in Vermont is considerably below this national norm as the following statistics indicate:

TABLE I
High School Graduates in Vermont Continuing Education Beyond High School*

	1966	1967	1968	1969	1970	1971	1972
No. of Graduates	6,258	6,380	6,469	6,749	7,115	7,197	7,519
No. Continuing Ed. Beyond High School	3,078	3,293	3,396	3,417	3,545	3,446	3,273
Percent of Grads Continuing Education Beyond High School	49.2%	51.6%	52.5%	50.6%	49.8%	47.9%	43.5%

A breakdown of figures supplied by the State Department of Education on 1972 graduates (Table II below) reveals wide regional variations in the number of students continuing into postsecondary education, with aspiration rates in the southern counties being considerably higher than in the northern counties:

TABLE II
CLASS OF 1972 — **PUBLIC HIGH SCHOOLS***

Region	Total Graduates	% Entering College	% Cont. Educ.
SOUTHERN (Bennington, Windham, Windsor, Rutland Counties)	2,296	42%	48%
CENTRAL (Addison, Orange, Washington, Chittenden Counties	2,683	39%	44%
NORTHERN (Caledonia, Essex, Orleans, Lamoille, Franklin, Grand Isle Counties)	1,184	27%	33%
STATE TOTAL	6,163	37%	42%

* The regional breakdowns include students from **public** high schools only, but do not cover approved private academies. The percentages for the six largest private academies (each with over 100 students graduating in 1972) are: 39% entering college and 44% continuing postsecondary education.

A breakdown of 1972 percentages for all public high schools and approved private academies in Vermont is contained in Appendix I of this report.

A second study conducted this past summer by the Postsecondary Education Access project has attempted to probe into potential reasons for Vermont's low aspiration rates. This study, which was based on indepth interviews of 2,925 students at ten Vermont high schools, indicates that "there is a wide disparity between a high school student's **aspiration** to attend some form of postsecondary education (68.9%) and **actual enrollment** and continuation into postsecondary education (49%)."

The above statistics make it obvious that there is a major problem with respect to the number of Vermont students who are electing **not** to continue into postsecondary education. The Commission believes that part of the problem is financial (a result of higher tuition rates in Vermont than in other states and increasing inflationary costs).

A survey of comparative tuition rates conducted by the National Association of State budget officers indicates that Vermont's 1972-74 **in-state** tuitions and fees of $836/year for the state colleges and $1,082/year for the University of Vermont are the highest of 22 states studied (see Appendix I).

Another indication that financial constraints lower the aspiration rates of Vermont students is found in the fact that students from Vermont's northern counties (where family income is lower) are less inclined to continue into postsecondary education than students from southern counties (where family income is higher):

See table on next page.

In addition to financial factors, the Commission considered other constraints, such as lack of information (e.g. ineffective counseling programs) and psychological factors (e.g. lack of academic self worth) which might tend to lower aspiration rates.

While it is difficult to evaluate many of these less tangible psychological and social constraints, one additional factor did become apparent. In developing its postsecondary educational system Vermont has consistently appropriated its major financial support for traditional campus-based college and university systems and has appropriated considerably smaller sums to newer educational delivery systems. Specifically, in FY 1974, the state appropriated $17.7 million for postsecondary education. Of this total, 85% was allocated to the University of Vermont and the Vermont State Colleges, and 15% to all other uses including student financial aid and educational TV. It is interesting to evaluate this expenditure pattern against the findings of the Postsecondary Education Access Study which indicates that only 48.1% of the 2,925 Vermont high school students surveyed preferred a university or four-year college education, while 51.9% preferred two-year colleges trade schools, apprenticeship programs, the Armed Forces or other non-traditional university and four-year college options.*

In light of Vermont's current low aspiration rates among high school students, the Commission concluded that it favored building as much flexibility as possible into the postsecondary educational system to permit a widespread exercise of options and choices by individual students to enroll in programs which best met their own educational needs. In short, while the Commission believes that Vermont has made a major effort to develop a traditional campus-based university and college system, many students are interested in other educational options involving vocational-technical education, community college programs and the like, rather than campus-based programs. The Commission believes this may be true of both the younger high school graduate population and older adults who are interested in postsecondary education programs. Vermont has tended to neglect these alternative forms of postsecondary education and the Commission feels that they should receive increasing attention in future years.

The development of these new programs will inevitably add additional complexities to an already uncoordinated postsecondary planning and administrative structure and hence they make the case for organizational reform all the more imperative.

SECTION III - COORDINATION STRATEGIES: ALTERNATIVE OPTIONS

During the course of its study, the Commission studied the organization of postsecondary educational programs in other states, in addition to analyzing problems and opportunities unique to the State of Vermont.

Basically, the Commission concluded that there were three broad organizational options available to deal with the current situation.

1. Status quo

Although two states (Indiana and Nebraska) rely upon voluntary statewide postsecondary planning associations, Vermont is the only state in the United States which has no statewide planning mechanism for postsecondary education. It is, of course, possible to continue along this lonely road. The Commission unanimously concluded, however, that in light of the problems outlined in section II of this report, this is a totally unsatisfactory course of action. We feel that some steps must be taken to pull together the state's postsecondary educational services in a more effective fashion.

2. Single Governing Board

At the present time a total of 19 states have a

* It should be noted that one of the Vermont State Colleges — Vermont Technical College — is a two year institution but most of the VSC and UVM programs are four year or graduate programs.

Continued from page 2.

REGION	CLASS OF 1972 PUBLIC HIGH SCHOOL GRADUATES 1970 MEDIAN FAMILY INCOME RANGE	PERCENT CONTINUING POSTSECONDARY EDUC.
NORTHERN COUNTIES (Caledonia, Essex, Orleans, Lamoille, Franklin, Grand Isle)	$7,307 - 8,805	33%
SOUTHERN COUNTIES (Bennington, Windham, Windsor, Rutland)	$8,430 - 9,322	48%

single state-wide consolidated governing board which is assigned overall planning, coordinating and operational responsibility for all aspects of higher education. Such boards, which are often referred to as State Boards of Regents, are to be found in three New England States [Maine, New Hampshire and Rhode Island]. These boards generally appoint a single chancellor who exercises administrative responsibility for the state's public postsecondary educational program.

There are a number of arguments advanced in favor of the single governing board option. Such a system clarifies responsibility and accountability; it consolidates all planning and administrative responsibilities under one authority thus eliminating duplication; and it has the power to implement planning decisions once they are formulated. In essence, it is a "clean", simplified system with clear-cut lines of authority necessary to both plan and implement programs.

The chief argument against the single board approach is that it may become over-centralized and bureaucratic to a point where it stifles educational initiatives and reduces or eliminates healthy educational competition. This argument is buttressed by the charge that such organizations tend to become dominated by their largest component units and hence can be unsympathetic to smaller units which may represent the most innovative avenues of educational experimentation. In essence, the major argument against the single board is that it can emphasize uniformity and administrative efficiency at the expense of educational creativity.

3. State Coordinating Board

At the present time a total of 26 states have some type of statewide higher education coordinating board. Half of these states provide such boards with strong regulatory powers to enforce planning decisions and half rely upon advisory boards with little formal power. The advisory boards consist of either institutional representatives or public majorities generally appointed by the Governor.

State coordinating boards differ from single governing boards in that they are established as separate entities above existing boards of trustees which are left intact to manage individual institutions within the system. Thus, while coordinating boards provide a planning capability, they represent an additional layer of authority and they generally are not capable of enforcing plans unless they possess strong regulatory powers.

A proposal for a single governing board for the University of Vermont and the Vermont State Colleges was presented in the 1972 session of the legislature and was defeated in the House by a vote of 104 to 36. In light of the legislature's rejection of this concept, the Commission prepared a proposal for the Postsecondary Education Board which would, in essence, serve as a statewide coordinating board and also exercise direct operational responsibility for student financial assistance programs and new off-campus educational programs such as vocational-technical education and community colleges.

The Commission held three hearings in Montpelier, Burlington and Windham College in an effort to obtain public reaction to the proposal. A total of 27 witnesses testified at these hearings (Appendix II). The overwhelming majority of these witnesses argued against this type of coordinating board and favored the concept of a single governing board which had been defeated in the legislature in the 1972 session. This expression of public opinion may well indicate a shift in attitudes over the past two years. Further support that a shift in attitudes may have taken place is evident by the fact that a number of newspapers have also supported the concept of a single governing board, including the **Burlington Free Press** (editorial 10/10/73) which questioned the concept two years ago (editorial 11/22/71), and the Rutland Herald (editorial 10/9/73) which did not take a position on this issue two years ago.

SECTION IV – COMMISSION's RECOMMENDATION

Throughout its study the Commission was impressed by the sincerity, the dedication and the competence of the numerous witnesses who represented the postsecondary education community. Nevertheless, the Commission concluded that Vermont's current public postsecondary educational system is so complex and cumbersome that it is difficult for these dedicated individuals to plan and manage this elephantine structure.

As a consequence, the Commission carefully reviewed the various organizational options available to Vermont that could achieve more effective planning and coordination of the state's postsecondary educational programs. As was noted in Section III of this report, there are theoretical advantages and disadvantages to a single governing board or a coordinating board.

In addition, at the present time Vermont's own public postsecondary educational system is so extremely fragmented that the Commission believes it would be unwise and undesirable to attempt to achieve "instant integration" overnight. We feel that preliminary steps must first be taken to lay the ground-work for a more coordinated planning effort. Unless this is done, any new organization could become so enmeshed in day-to-day operating details that it would be difficult to focus its attention on the long-range planning and coordination that is essential to the future well-being of our postsecondary educational system.

Despite the fact that we do not favor "instant integration," however, the majority of the Commission do favor the **eventual** establishment of a single governing board which would be assigned overall responsibility for the planning, coordination and operation of all public postsecondary education programs.*

In looking for a creative solution as to how more effective coordination might be advanced, the Commission was impressed by the innovative procedures that state legislature adopted with respect to Act 250 - Vermont's pioneering effort in the field of environmental protection and land-use planning. In this instance, the legislature recognized an overall problem and set forth a series of planning goals. It then mandated a **phased planning process** to realize these goals which called for the creation of an interim land-use plan, a capability and development plan, and a state land use plan. In essence, the legislature recognized the complexity of a public policy problem, it established a basic set of policy objectives to deal with this problem, and it mandated a timetable and a "phased planning process" through which these objectives could be realized.

The Commission believes that the state legislature could mandate this same type of "phased planning process" very productively as a means of achieving more effective coordination of our postsecondary educational programs. Specifically, **we recommend that, by means of a Joint Resolution, the Vermont Legislature:**

1. **Establish the goal of more effective planning and coordination of Vermont's postsecondary educational programs as a matter of state policy;**
2. **Establish a Postsecondary Organizational Task Force, consisting of representatives of key institutions within the system, and instruct this Task Force to submit a specific organizational proposal to the 1975 session of the legislature which will provide for more effective planning and coordination of the state's public postsecondary educational programs;**
3. **Instruct this Task Force to take immediate action with respect to the development of common information and planning systems that will be essential to the effective functioning of any permanent postsecondary educational organization they recommend for legislative consideration;**
4. **Authorize this Task Force to use the services of the Legislative Council as a staff resource during the course of its deliberations.**

We further recommend that the Postsecondary Organizational Task Force should consist of 16 members as follows: The chairman of the House and Senate Education Committees, 3 members appointed by the University of Vermont Board of Trustees; 3 members appointed by the Vermont State College Board of Trustees; 2 members appointed by the State Advisory Board for Vocational-Technical Education; 1 member appointed by the Board of the Vermont Student Assistance Corporation; 1 member appointed by the State Department of Education Board; 2 members appointed from private colleges in Vermont by the Vermont Higher Education Council; and two members appointed by the Governor: 1 to present the student viewpoint and 1 to present the faculty viewpoint to the Task Force.

The Commission recognizes that the recommendation we have formulated represents a radical departure from proposals advanced by previous study commissions which have attempted to grapple with the complexities of postsecondary education in Vermont. In part, our recommendation represents an attempt to learn from past experience. During the last five years, no less then four separate Blue Ribbon Commissions have been established to deal with the perplexing issues of planning and coordination of Vermont's postsecondary educational programs. To date, no group has been capable of discovering the perfect organizational solution to the problems which the State of Vermont faces. As a result, nothing at all has been done to provide for a more effective organization to deal with these problems.

We believe it is essential to break this cycle of inaction. We feel the recommendation we have formulated represents a realistic and productive step forward. We hope that the legislature will approve the establishment of the Postsecondary Organizational Task Force we have recommended during its forthcoming adjourned session in an effort to break the current deadlock and to help the State of Vermont move ahead in resolving the problems we face in this important area. Unless such action is forthcoming on the part of the legislature, we feel that Vermont will be unable to deal effectively with the difficult problems of postsecondary education it already faces today and the increasingly more difficult problems that the state will be forced to deal with in the years ahead.

* The Commission's vote was 9 to 1 in favor of a single governing board with three members absent. Prof. James Case indicated a desire to be recorded as voting against this proposal.

INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION

/s/ Sen. Frank Smallwood, Chairman
Mr. Robert E. Boardman, Vice Chairman
President James Armstrong
Professor James G. Case
Mr. Charles Cooley
Rep. Thomas E. Foster III
Mr. David James
Dr. Paul R. Low
Mrs. Beverly Major
Dr. E. Douglas McSweeney, Jr.
Mr. William Quinn
Mr. Michael Redmond
Mr. Benjamin Rostkowski

APPENDIX I
STATISTICAL TABLES

STUDY OF HIGH SCHOOL GRADUATES IN VERMONT CONTINUING EDUCATION BEYOND HIGH SCHOOL

Source: Vermont Department of Education	1965	1966	1967	1968	1969	1970	1971	1972
Total Number of H.S. Graduates	6526	6258	6380	6469	6749	7115	7197	7519
Number Entering Colleges or Universities	1812	1748	1911	1907	2057	2285	2218	2173
% of Graduates	29.0	27.9	30.0	29.5	30.5	32.1	30.8	28.9
Number Entering Service Academies	18	17	16	15	23	17	20	14
% of Graduates	.3	.3	.3	.2	.3	.2	.3	.2
Number Entering Junior Colleges	576	680	726	765	748	749	721	697
% of Graduates	9.2	10.9	11.4	11.8	11.1	10.5	10.0	9.3
Total Entering Higher Education	2406	2445	2653	2687	2828	3051	2959	2884
% of Graduates	38.5	39.1	41.6	41.5	41.9	42.9	41.1	38.4
Number Entering Hospital Nursing Programs	153	121	143	122	83	54	61	45
% of Graduates	2.4	1.9	2.2	1.9	1.2	.8	.8	.6
Number of Post-Graduates - High School, Prep School	191	126	136	153	115	127	112	93
% of Graduates	3.1	2.0	2.1	2.4	1.7	1.8	1.6	1.2
Number in Other Schools - Beautician, Practical Nursing, X-Ray Technicians, etc.	452	386	360	434	391	307	314	251
% of Graduates	7.2	6.2	5.6	6.7	5.8	4.3	4.4	3.3
Total Post-Secondary Other Than College	796	633	639	709	589	488	487	389
% of Graduates	12.7	10.1	10.0	11.0	8.7	6.9	6.8	5.2
Total Students Continuing Education	3202	3078	3292	3396	3417	3539	3446	3273
% of Graduates	51.2%	49.2%	51.6%	52.5%	50.6%	49.8%	47.9%	43.5%

Agency of Administration
Department of Budget and Management
April 6, 1973

CLASS OF 1972

NUMBER AND PERCENT OF VERMONT PUBLIC HIGH SCHOOL GRADUATES ENTERING COLLEGES AND OTHER SCHOOLS

Colleges include 2 and 4-year degree-granting colleges and universities, United States Service Academies, Teachers Colleges and Junior Colleges.

Other Schools include nursing, cosmetology, practical nursing, and postgraduate courses in high schools or preparatory schools.

School District	School Name	No. Enter Coll.	Percent Enter Coll.	No. Enter Other Sch.	Percent Enter Other Sch.	Total Cont. Ed.	Percent Cont. Ed.	Total Grads
Arlington	Arlington Memorial H. S.	20	53%	—	—	20	53%	38
Barre	Spaulding High School	123	41%	15	5%	138	46%	298
Barton*	Lake Region UHS #24	30	29%	5	5%	35	34%	105
Bellows Falls*	Bellows Falls UHS #27	38	32%	4	3%	42	35%	118
Bennington	Mt. Anthony UHS #14	140	48%	11	4%	151	52%	293
Bradford	Oxbow UHS #30	25	38%	5	7%	30	45%	65
Brandon	Otter Valley UHS #8	32	35%	6	7%	38	42%	91
Brattleboro*	Brattleboro UHS #6	73	32%	13	6%	86	38%	226
Bristol*	Mt. Abraham UHS #28	20	20%	9	9%	29	29%	102
Burlington	Burlington High School	181	39%	16	3%	197	42%	466
Cabot*	Cabot High School	4	25%	1	6%	5	31%	16
Canaan*	Canaan High School	4	13%	1	3%	5	16%	30
Chelsea	Chelsea High School	8	42%	1	5%	9	47%	19
Chester*	Green Mountain UHS #35	26	35%	—	—	26	35%	74
Concord*	Concord High School	5	16%	1	3%	6	19%	32
Craftsbury Common	Craftsbury Academy	8	35%	2	9%	10	44%	23
Danville*	Danville High School	11	26%	2	5%	13	31%	43
Duxbury*	Harwood UHS #19	31	32%	2	2%	33	34%	96
East Montpelier*	UHS #32	26	25%	6	6%	32	31%	105
Enosburg Falls*	Enosburg Falls High School	14	18%	2	3%	16	21%	78
Essex Junction	Essex Junction High School	80	39%	6	3%	86	42%	204
Fairfax*	Bellows Free Academy	11	26%	—	—	11	26%	43
Fair Haven	Fair Haven UHS #16	53	40%	2	2%	55	42%	133
Hanover, NH	Dresden SD (Interstate)	104	75%	4	3%	108	78%	138
Hardwick*	Hazen UHS #26	23	33%	1	1%	24	34%	69
Hinesburg	Champlain Valley UHS #15	94	42%	11	5%	105	47%	223
Hyde Park*	Lamoille UHS #18	20	25%	2	2%	22	27%	81
Jacksonville*	Whitingham High School	9	23%	4	10%	13	33%	40
Jericho	Mount Mansfield UHS #17	54	46%	2	2%	56	48%	118
Ludlow*	Black River High School	9	23%	3	8%	12	31%	40
Marshfield	Twinfield UHS #33	10	40%	1	4%	11	44%	25
Middlebury	Middlebury UHS #3	72	40%	16	9%	88	49%	180
Milton*	Milton High School	11	17%	7	12%	18	29%	63
Montpelier	Montpelier High School	83	55%	8	5%	91	60%	151
Morrisville*	Peoples Academy	16	23%	4	6%	20	29%	69

Continued table on page 5.

INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION

Continued from page 4.

Newport*	North Country UHS #22	65	25%	23	9%	88	34%	258
Northfield	Northfield High School	37	40%	5	5%	42	45%	92
Poultney	Poultney High School	24	56%	—	—	24	56%	43
Proctor	Proctor High School	14	39%	3	8%	17	47%	36
Randolph	Braintree-Randolph UHS #2	30	39%	3	4%	33	43%	77
Richford*	Richford High School	16	26%	3	5%	19	31%	62
Rochester	Rochester High School	19	70%	1	4%	20	74%	27
Rutland	Rutland Senior H. S.	115	47%	11	4%	126	51%	245
South Burlington	South Burlington H. S.	114	56%	8	4%	122	60%	202
Springfield	Springfield Senior H. S.	102	44%	23	10%	125	54%	232
Stowe	Stowe High School	16	42%	1	3%	17	45%	38
Swanton*	Missisquoi UHS #7	46	28%	14	8%	60	36%	162
Townshend	Leland & Gray UHS #34	18	36%	2	4%	20	40%	50
Vergennes	Vergennes UHS #5	36	40%	4	4%	40	44%	91
Wallingford*	Wallingford High School	5	14%	1	3%	6	17%	36
Wells River*	Blue Mountain UHS #21	7	18%	4	10%	11	28%	40
West Rutland	West Rutland High School	18	47%	—	—	18	47%	38
White River Jct.	Hartford High School	45	32%	14	10%	59	42%	142
Williamstown*	Williamstown High School	10	23%	4	9%	14	32%	44
Wilmington	Wilmington High School	14	42%	2	6%	16	48%	33
Windsor	Windsor High School	38	35%	13	12%	51	47%	110
Winooski*	Winooski High School	36	28%	10	8%	46	36%	127
Woodstock*	Woodstock UHS #4	39	35%	3	3%	42	38%	113
	TOTAL	2,332	37%	325	5%	2,657	42%	6,193

* Under 40% Cont. Education

CLASS OF 1972
APPROVED PRIVATE ACADEMIES

School District	School Name	No. Enter Coll.	Percent Enter Coll.	No. Enter Other Sch.	Percent Enter Other Sch.	Total Cont. Ed.	Percent Cont. Ed.	Total Grads
Andover	East Hill School	4	57%	—	—	4	57%	7
Brattleboro	Austine School	9	53%	2	12%	11	65%	17
Burlington	Rock Point School	12	92%	—	—	12	92%	13
Craftsbury Common	Sterling School	6	100%	—	—	6	100%	6
Lyndon Center*	Lyndon Institute	35	32%	3	3%	38	35%	111
Manchester Center	Burr & Burton Seminary	40	37%	5	5%	45	42%	107
Newport	Sacred Heart H. S.	25	40%	8	13%	33	53%	62
Putney	Putney School	29	59%	3	6%	32	65%	49
Rutland	Mount Saint Joseph	65	45%	7	5%	72	50%	145
Saint Albans*	Bellows Free Academy	78	28%	15	5%	93	33%	277
Saint Johnsbury	Saint Johnsbury Academy	79	41%	10	5%	89	46%	191
Saxtons River	Vermont Academy	13	87%	1	7%	14	94%	15
South Burlington	Rice Memorial High School	104	54%	8	4%	112	58%	191
South Woodstock	Woodstock Country School	23	51%	—	—	23	51%	45
Stowe*	The Stowe School	13	30%	—	—	13	30%	38
Thetford*	Thetford Academy	14	33%	1	2%	15	35%	43
Vershire*	The Mountain School	3	9%	1	3%	4	12%	9
	TOTAL	552	41%	64	5%	616	46%	1,326
	PUBLIC TOTAL	2,332		325		2,657		6,193
	PRIVATE TOTAL	552		64		616		1,326
	GRAND TOTAL	2,884	38%	389	5%	3,273	43%	7,519

* Under 40% Cont. Education

COMBINATION TUITION AND FEES 1972-73

State	State Colleges In-State		State Colleges Out-State		State University In-State		State University Out-State	
Alaska	200	20	1400	5/6	322	20	1522	9
Arkansas	400	13	670/940	14	400	17	930	21
Colorado	297	16	1184	10	417	16	1671	6
Conn.	536	8	1436	4	655	7	1555	8
Fla.	—	—	—	—	570	12	1620	7
Hawaii	—	—	—	—	206	25	716	26
Idaho	178	22	1118	11	190	26	990	20
Indiana	630	6	1260	8	700	5	1400	13
Iowa	528	9	928	15	548	13	1178	19
Louisiana	280	17	580	21	320	21	820	25
Maryland	421	12	771	18	639	9	1439	12
Mass.	307	15	657	20	250	22	850	23
Mich.	450/570	7	1110/1563	2	668/699	6	1535/2263	2
Mont.	439.50	11	847.50	17	434.50	15	847.50	24
Neb.	181.50	21	335.50	22	595	11	1321	17
Nev.	—	—	—	—	519	14	1719	5
New Jersey	685	4	1220	9	713	4	1298	18
New York	675/825	2	1100/1325	7	675/825	3	1100/1325	16
N. C.	150/260	18	1550	3	225	24	1800	4
Oregon	384	14	1104	12	384	19	1443	11
Pa.	700	3	1400	5/6	855	2	1986	3
R. I.	490	10	755	19	614	10	1514	10
Vermont*	836	1	1816	1	1082	1	2532	1
Va.	414/670	5	813/1072	13	597/647	8	1372	14
Wis.	200/235	19	172.50/909	16	235	23	909	22
Wyo.	—	—	—	—	390.50	18	1356.50	15

Continued on page 6

APPENDIX II
WITNESSES

Acknowledgements

In addition to expressing our thanks to the many individuals who testified before the Commission, we are particularly grateful to the following individuals who provided extremely valuable assistance to our study:

Mr. Urban Martin, a student intern in the Governor's Office from Johnson State College, who served as our staff assistant during the summer months;

Mrs. Anne Lyman, who served as a secretary for the Commission;

Rep. Florence Robillard, a member of the House Education Committee and a Vermont member of the Education Commission of the States, who met with the Commission and made a most valuable contribution to our deliberations.

WITNESSES MEETING WITH COMMISSION

1. Edward C. Andrews, Jr., President, University of Vermont
2. Robert S. Babcock, Provost, Vermont State Colleges
3. Col. William F. Beatty, Norwich University
4. Senator H. Ward Bedford, Chairman, Senate Finance Committee
5. C. Bader Brouilette, President, Champlain College
6. Sister Elizabeth Candon, President, Trinity College
7. Richard Cassidy, Governor's Commission on Student Affairs
8. Rep. Henry H. Carse, Chairman, House Education Committee
9. Richard J. Collins, Advisory Council for Vocational-Technical Education
10. Ronald E. Crisman, Department of Budget and Management
11. Edward Elmendorf, Johnson State College
12. Pelton Goudey, Advisory Council for Vocational-Technical Education
13. Rep. Peter Giuliani, Chairman, House Ways and Means Committee
14. Steven F. Hochschild, Postsecondary Education Access Project
15. Ronard Iverson, Vermont Student Assistance Corporation
16. J. Gilbert Johnston, Postsecondary Education Access Project
17. Melanie Mulharin, Advisory Council for Vocational-Technical Education
18. David Pinkham, Advisory Council for Vocational-Technical Education
19. Senator Ellery R. Purdy, Chairman, Senate Education Committee
20. Peter Smith, Director, Community College of Vermont
21. Timothy J. Stevenson, President, Ethan Allen Community College
22. Marjorie Walker, Advisory Council for Vocational-Technical Education
23. Ron Vickers, Vermont Student Assistance Corporation
24. Alan H. Weiss, State Department of Education
25. Eugene C. Winslow, President, Windham College
26. Raymond A. Withey, President, Green Mountain College

WITNESSES TESTIFYING AT PUBLIC HEARINGS

I — Montpelier, October 2, 1973

1. Harold Abel, President, Castleton State College
2. Robert S. Babcock, Provost, Vermont State Colleges
3. Rep. Max W. Barrows, House Education Committee
4. William G. Craig, President, Johnson State College
5. Pierre V. Kieffer, Jr., President, Vermont Technical College
6. Rep. Florence Robillard, House Education Committee
7. Peter Smith, Director, Community College of Vermont

INTERIM REPORT GOVERNOR'S BLUE RIBBON COMMISSION ON HIGHER EDUCATION

Continued from page 5

	State Colleges		State University	
State	In-State	Out-State	In-State	Out-State
Vt. rank	1 of 22	1 of 22	1 of 26	1 of 26
Median State Rate	430.25	1111	533.50	1388
Vt. % above Median	+ 94.3%	+ 63.5%	+ 102.8%	+ 82.7%

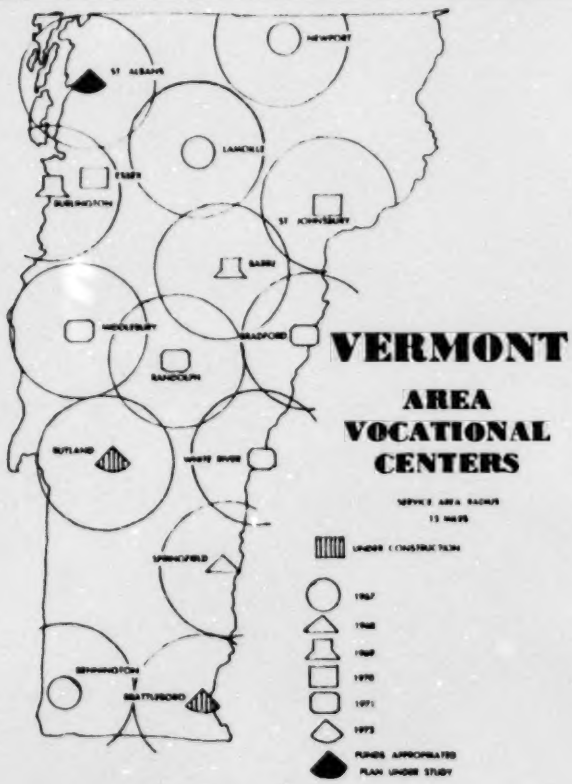
Source: Fall 1972 Survey conducted by National Association of State Budget Officers (N.A.S.B.O.)
Out/State tuition will increase $150 in fall 1973.
Agency of Administration
Department of Budget and Management
February 28, 1973

Vermont General Fund Expenditures: Higher Education

(thousands)

Institution or Agency	Actual			Requested (Appropriated)
	1971	1972	1973	1974
University of Vermont	8,957	8,962	9,529	11,350 (10,643)
Vermont State Colleges	3,833	3,834	4,055	4,822 (4,385)
Community College of Vt.	—	—	—	59 (50)
Vermont Student Assistance Corp.	1,326	2,394	2,475	3,524 (2,320)
Vt. Educational TV (Higher Ed. est. 40% of total)	202	203	221	234 (224)
Senatorial Scholarships	86	79	90	90 (90)
N. E. Higher Ed. Compact	45	45	22	28 (24)
Total (General Fund)	14,449	15,517	16,392	20,107 (17,736)

Agency of Administration
Department of Budget and Management
July 9, 1973



WITNESSES . . . CONTINUED

8. Victor R. Swenson, Faculty member, Johnson State College
9. Rep. Susan H. Webb, House Health and Welfare Committee

II — BURLINGTON, OCTOBER 9, 1973

10. Edward C. Andrews, Jr., President, University of Vermont
11. Samuel N. Bogorad, Faculty member, University of Vermont
12. Mrs. Betty Lou Bradshaw, Winooski
13. Thomas S. Conlon, Past Chairman, Vermont Student Assistance Corporation
14. William R. Garrett, President, Vermont Chapter, American Association of University Professors
15. Gerald Greemore, Advisory Council for Vocational-Technical Education
16. George E. Little, Jr., Trustee, University of Vermont
17. Ruth Page, Trustee, Vermont State Colleges
18. David A. Sartwell, Champlain College

III — PUTNEY, OCTOBER 17, 1973

19. Bernard L. Boutin, President, St. Michael's College
20. James Donoghue, St. Joseph College
21. Lee Hammond, Guidance Counselor
22. Ronald Iverson, Vermont Student Assistance Corporation
23. George Kidder, Vermont Higher Education Council
24. James Lupton, Vermont Technical College
25. Robert Skiff, Champlain College
26. Eugene C. Winslow, President, Windham College
27. Raymond A. Withey, President Green Mountain College

(Provost Babcock, Presidents Abel and Craig, and Mr. Peter Smith presented additional testimony at the Putney hearing in addition to testifying at the Montpelier hearing).

SUMMARY

Section I
Background

This interim report addresses the issue of statewide coordination of Vermont's public postsecondary educational programs. The Commission plans to release a second report later in the winter which will deal with the issue of future financial strategies in the field of postsecondary education.

Section II
The Case for Coordination

Currently, Vermont's public postsecondary educational programs are subjected to:

1. Problems of Fragmented Planning and Policy Implementation;
2. Problems of Inadequate Accountability;
3. Problems of Determining the Most Effective Use of Resources in the Absence of Any Statewide System of Postsecondary Educational Priorities;
4. Problems of Declining Student Aspiration Rates and Potential Lack of Responsiveness to Student Needs and Desires

Section III
Coordination Strategies

Alternative Organizational Options Available to Vermont Include:

1. Status Quo
2. Single Consolidated Governing Board
3. Statewide Coordinating Board

Section IV
Commission's Recommendations

The majority of the Commission favor a single governing board to plan, coordinate and operate public postsecondary educational programs in Vermont. We recommend that the Vermont Legislature should approve a Joint Resolution which establishes the goal of more effective planning and coordination of the state's postsecondary education programs as a matter of state policy and creates a Postsecondary Organizational Task Force which is instructed to submit a specific organizational proposal for public postsecondary education to the 1975 session of the legislature which will accomplish this policy objective.